

# TIG

*Brief*

THE INSPECTOR GENERAL OF THE AIR FORCE

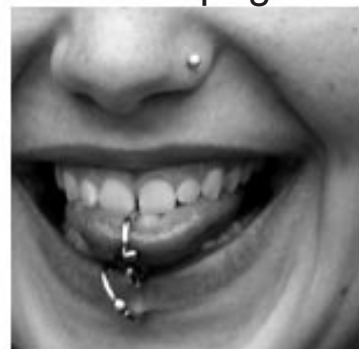
SEPTEMBER-OCTOBER 1998



## Competitive Sourcing *and* Privatization

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## on our cover

Competitive sourcing  
digital illustration.

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# a few words...

**B**ody Piercing and Tattoos, Y2K, the Anthrax Vaccination and Aerospace Expeditionary Forces are hot topics of conversation and debate in today's Air Force. These topics and others will be featured in *TIG Brief* along with your opinions on the subject. *TIG Brief* is evolving to become your source for your inspection and contemporary issue information. We are striving to provide you with pertinent information that commanders, supervisors and airmen require to complete their mission successfully.

Along with the contemporary feature, each issue of the magazine will provide you with "TIG Bits...Lessons from the Field." This two-page spread is a crossfeed section that consists of short lessons learned or tips that will help units

during inspections, inform, remind and update you on Air Force Instructions and help keep your unit in compliance with current directives.

For commanders and supervisors, retrieving useful information from featured articles is now easier than ever. Important facts are now summarized and highlighted in a sidebar that accompanies the article and can be used as a reference down the road. Check out the "In Brief" page. This new addition will give you insight into personnel issues, the Chief of Staff's Notice to Airmen and highlights informational web sites that you can use in your workplace.

We have also answered our customers' calls regarding our web site. The on-line magazine is still available through the Air Force Inspection

Agency's home page; however, it will receive a facelift. It has been streamlined and is easier to read and navigate.

Your inputs and feedback are what we need to continue providing a useful and informative tool. Send your lessons learned to [tigbrief@kafb.saia.af.mil](mailto:tigbrief@kafb.saia.af.mil) or contact me at DSN 246-2946 with any article ideas and suggestions.



CHRISTA L. BAKER  
1st Lt., USAF





# Competitive Sourcing and Privatization

By Col. Len Campbell

A significant issue facing the Air Force today is competitive sourcing and privatization, previously known as outsourcing and privatization. It represents a fundamental change in the provision of essential services and the performance of key mission support tasks. There is some apprehension associated with reductions in military and civilian levels during the next six years but with the knowledge of what CS&P is, why it's important to the Air Force and how it will impact the workplace and jobs, certain fears may be alleviated.

The first component, competitive sourcing, is one way to provide support services more efficiently. It is not about the elimination of a service or function; it's simply finding the most effective procurement of that service or function through a competition open to both private contractors and government employees.

The second component, privatization, differs slightly. In privatization, the Air Force's goal is to get out of the business of performing a particular function. It will allow the Air Force to look to the private sector to perform specific tasks and own, operate and maintain the resources required in getting the job done.

One benefit of privatization is the rejuvenation of the aging Air Force family housing through partnership with the private sector. We face a significant backlog of needed replacement, repair and upgrade work on existing housing. Money is not available to meet these needs in total for decades. Housing privatization will leverage government investment dollars by a 3-to-1 factor to meet improvement and replacement requirements sooner. The Air Force owns 110,000 housing units in the continental United States and overseas, and the average age of this housing is 35. Of that

total, 25 percent are at least 40 years old, so it's crucial that we begin repair and replacement efforts now.

CS&P is necessary to free up critical dollars to modernize our forces and maintain our combat superiority. Since fiscal year 1985, our Air Force budget has dropped by 50 percent. The Air Force budget is nearly flatlined for the next six years, although our modernization, infrastructure, readiness and personnel cost requirements continue to



grow. We project that by fiscal year 2003, \$1.8 billion will be available for modernization due to CS&P.

Although we will see some reductions in the number of people, it will not be like the massive reductions of the past. CS&P reductions are moderate in light of the overall draw-down the Air Force has been undergoing since 1986. The Air Force was already projected to draw down by 39 percent between fiscal years 1986 and 2003 from 872,000 to 529,000 people. CS&P projections phased in over five years will account for approximately another 25,000 personnel, or only five percent, between fiscal year 1998 and fiscal year 2003.



We will support those military and civilian members who choose to leave the Air Force with robust transition programs and, when appropriate, early release and incentivized programs. They will have ample time to plan and prepare because changes due to CS&P are not projected to begin until fiscal year 2000 and will continue through fiscal year 2004. For those military people affected, cross-training opportunities into viable career fields will be offered. Furthermore, we have requested that Congress extend the authority to use special drawdown programs through fiscal year 2003. These programs include temporary early retirement authority, voluntary separation incentive and special separation benefit, time in grade and commissioned service time waivers. For civilians, we will use incentivized transition programs such as voluntary separation incentive pay, voluntary early retirement authority and the priority placement program. In addition, we will make every effort to retain employees through reassignments and retraining.

The additional personnel drawdowns also bring with it the concern that our people will have to do more with less. CS&P does not result in a loss of capability but rather a shift in how we get the job done. The bottom line here is those people who remain will

not carry the weight of CS&P on their backs.

We are aware that contractor performance is an important consideration. The fear is that if the contractor “stumbles,” blue-suitors will have to pick up the slack. We will not let this happen. Contracts will include incentives for superior performance and penalties for non-performance. With the right advantage imbedded in the contract, we can make sure that contractor performance is strong.

I understand the apprehension and uncertainty CS&P causes all people of our Air Force. As we redefine our military, civilian and contractor mix, we will use voluntary force shaping tools to the maximum extent possible. CS&P's impact on our people, our mission and our Air Force is significant. We are being prudent with our CS&P plan; cautious with the approach and methodical in its design. We have carefully crafted the CS&P program to make sure we do it right. Smart implementation is essential to sustaining the world's finest air and space force into the 21<sup>st</sup> century. ♦

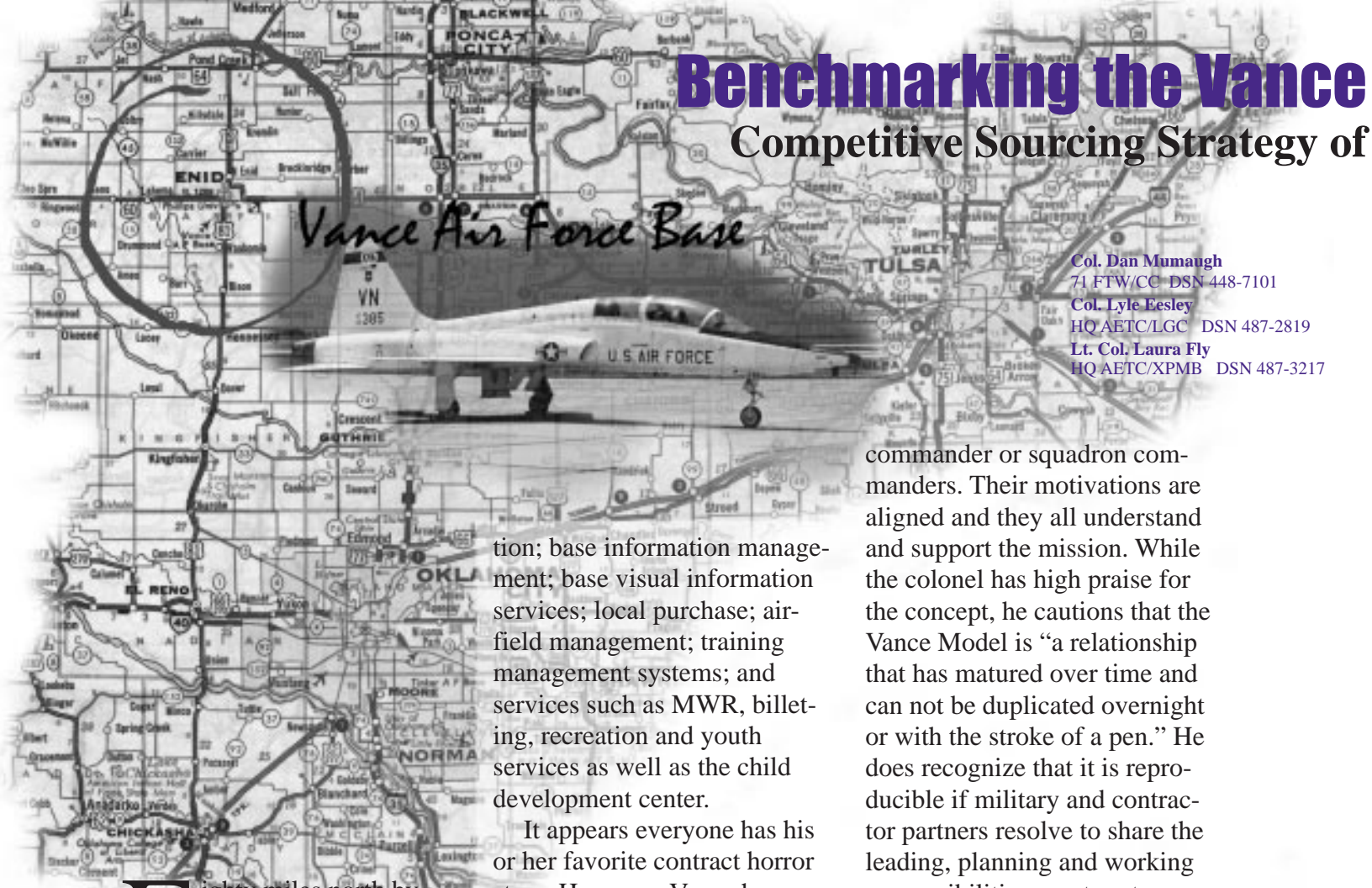
Chief, Competitive Sourcing  
and Privatization Division  
Directorate of Manpower,  
Organization and Quality  
Deputy Chief of Staff, Plans  
and Programs



# Benchmarking the Vance

## Competitive Sourcing Strategy of

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tion; base information management; base visual information services; local purchase; airfield management; training management systems; and services such as MWR, billeting, recreation and youth services as well as the child development center.

It appears everyone has his or her favorite contract horror story. However, Vance has proven it can take on issues such as military family housing; lodging; routine wing, group and squadron staff meetings; exercises; contingencies; VIP and IG visits; and sensitive base community concerns such as child abuse, family or teen problems.

High praise for Vance's umbrella contract is not just a view held by a headquarters staffer looking through rose-colored glasses but by an operator — the wing's commander, Col. Dan Mumaugh. Mumaugh believes Vance is a model because people have worked and continue to work everyday to make it so. He is convinced "a true partnership exists at Vance." The program manager and his directors are treated like a fellow group

commander or squadron commanders. Their motivations are aligned and they all understand and support the mission. While the colonel has high praise for the concept, he cautions that the Vance Model is "a relationship that has matured over time and can not be duplicated overnight or with the stroke of a pen." He does recognize that it is reproducible if military and contractor partners resolve to share the leading, planning and working responsibilities as a true team.

The Vance umbrella contract is living proof competitive sourcing works. However, there are wrong ways to work competitive sourcing. For example, competing many small functions can result in fragmented mission functions, rolling reductions-in-force and long-term turbulence to the force. So the AETC has adopted the positive lessons from Vance and is determined to improve the concept.

### Seek and Ye Shall Find

In AETC's quest to find the answer to competitive sourcing and privatization, they formed a cross-functional team to examine more than 100 companies who have had success with extensive outsourcing — Delta Airlines,

**E**ighty miles north by northwest of Oklahoma City, Okla., is Vance Air Force Base, the Air Force's northernmost specialized undergraduate pilot training base in Air Education and Training Command. Vance has another distinction — a model of competitive sourcing. A 38-year Air Force experiment in umbrella contracting has culminated in what is now known as the Vance Model.

### The Vance Model

Sixty-five percent of Vance's support is provided through an umbrella contract. The contract includes aircraft maintenance for T-37, T-38 and T-1A; water survival and fitness indoctrination; civil engineering; supply and fuels; communications-computer systems; transporta-

IBM, Applied Materials, Tektronix and BellSouth to name a few. The team then compiled a comprehensive study of industry outsourcing. AETC has gathered what is believed to be the basic tenets of competitive sourcing and privatization to provide you some ideas to incorporate in your programs.

**1 Value-added suppliers, treated as partners, operating under outcome-based contracts generate sustainable savings. Costs are reduced and quality increased when suppliers are given wide latitude to innovate and the incentive to do so, in the form of shared savings.**

The consolidation of requirements can lead to verifiable, applicable savings in overhead, labor and material costs. AETC market research indicates savings and performance innovations in industry are the result of consolidation allowing providers the opportunity to leverage innovation across a wide spectrum of workflow processes. Within this construct, small business typically is involved as a strategic partner, subcontractor or a third party performance auditor. A number of the companies interviewed and visited had studied potential cost savings through outsourcing. It was only after combining large numbers of diverse, yet related, requirements that they were able to generate the 25 to 30

percent savings they'd been seeking.

AETC's business strategy is to consolidate in the same manner as industry leaders, insert an aggressive subcontract goal, approximately 30 percent, in each of the installation contracts tied to contract incentives, institute an aggressive mentor or protégé focus and break out some requirements for small business prime opportunities.

**2 Suppliers must understand the concept of knowledge management and have the ability to gather and analyze data to the degree necessary to manage their own performance; control and report costs; and continuously improve business processes.**

Knowledge management is simply having the right information, in the right place, at the right time so you can make the right decision. Cost contracts, with incentives to reduce costs through process improvement, lend themselves to such arrangements and are effective tools to reduce costs. The incentives in cost contracts are specifically related to the costs savings generated through process improvement.

The supplier, as the primary performance manager and gatherer of performance data, is ideally situated to help ensure this cost savings and process improvement. To do this industry relies primarily on metrics provided by information tech-

nology such as call center data, customer feedback and outreach and third party audits.

**3 The most important part of any competitive sourcing and privatization effort is the formulation of a comprehensive, strategic business plan. A business plan should be based on the following principles:**

- ⊗ Hire the experts and make them your strategic partners. Suppliers must have the potential and incentive to initiate innovative techniques.
- ⊗ Suppliers need the latitude and responsibility to generate continuous business process improvement. Outcome-based requirements statements and consolidating requirements to allow improvement of cross-functional processes are a must.
- ⊗ The government must be willing to continuously measure themselves and providers against best-in-class performers. This entails being able to measure cost and performance in a manner recognizable and compatible with industry.

As the Air Force moves more toward contract support of non-core functions, we must ensure we not only maintain quality but also actually continuously improve. We must begin to view contractors not as just another work force but as strategic partners helping us ensure we remain the most respected air and space force in the world. ♦

# Oil Analysis Program



## Program Validity for Today's Air Force

Chief Master Sgt. Terence W. Wolfe  
HQ AFIA/FOL DSN 246-2081

An F-16 returns from its first mission of the day and the crew chief proceeds with preparing the aircraft for another mission. First order of business is to obtain an oil sample from the engine and send it, with a completed Department of Defense Form 2026, *Oil Analysis Request*, including the quantity of oil serviced since the last oil sample, to the oil analysis laboratory for wear metal analysis. This simple act is only the beginning of a never-ending process to validate engine wear metal parameters.

The objective of the Oil Analysis Program is to detect oil-wetted equipment failures before serious malfunctions or secondary damage occurs. The program is designed to help aircraft maintenance technicians and supervisors make informed, condition-based and preventive maintenance decisions to reduce equipment costs, increase equipment availability and reduce inflight risk.

Once the oil sample reaches the laboratory, a technician "burns" the sample and records the results. If the wear metal content is acceptable then the engine can be released for

additional operational commitments. However, if the laboratory technician suspects a problem another oil sample may be directed or the technician can recommend grounding an engine if sufficient evidence of a problem exists. Engine grounding results in troubleshooting. If a causal factor is identified ("hit"), the equipment is repaired and returned to operational use. If no causal factor is identified ("miss"), the engine is returned for operational use. Information generated by the wear metal analysis is stored locally and also relayed to the central database. Unit oil sample wear-metal analysis data and engine teardown results are used to verify and, when necessary, adjust wear-metal limits. The engineer in the engine program offices establishes limits and diagnostic criteria. The Joint Oil Analysis Program Manual is then updated and the

process continues.

Oil analysis is a tool for maintenance and engineering. Maintenance benefits from a successful program because of the ability to predict impending failure and correct problems before catastrophic failures occur, thus increasing engine availability and reducing the cost of repairs. Engineering benefits because wear metal trending provides a diagnostic

### senior leadership tips

Senior leaders should:

- Conduct a comprehensive cost-benefit analysis to determine the validity of the OAP.

If the program is valid:

- Establish the OAP Management Office with the authority to manage and execute the entire program.

- Review and revise all OAP related guidance to enhance program effectiveness.

- Develop metrics to continuously monitor the health of the program.

- Determine which engines should remain in the OAP.

- Ensure the OAP incorporates new technologies, such as chip detector systems.



tool for analyzing failure modes and developing risk mitigation schedules either through decreased inspection intervals or component design changes.

Within the 25-plus years that the Air Force has conducted the Oil Analysis Program, many things have changed: engines which once supported the backbone of our aircraft fleet are almost completely gone, engine oil-wetted equipment technologies and materials have been updated; chip detection systems have been developed and installed on many of today's engines and the force size is reduced but the mission has grown.

There were several problems that came to light during a recent Eagle Look, which assessed Air Force's Oil Analysis Program management. During the review, inspectors found many factors that highlight significant problems and could presage the deterioration of agile combat support. For more information on this review, please contact Mr. Gary Willis at DSN 246-1972 or E-mail him at [willisg@kafb.saia.af.mil](mailto:willisg@kafb.saia.af.mil).

Today's fiscal realities and the Air Force's commitment to air and space power mandate that we strengthen programs which reduce the cost of equipment ownership and at the same time support the principles of war and the tenets of airpower. The analysis program must move forward with the times. We must assess new technologies and new ways of doing business; develop processes to track, trend and

manage the program; re-establish the Oil Analysis Program management office's authority and firmly establish a valid and cost effective program.

For a fraction of the cost of not doing the right things, we can do things right. This will require aggressive maintenance and engineering senior management attention and a commitment from the operational community to accept nothing short of a quantum jump improvement in the process.

OAP relies on the detection, measurement, and trending of wear metals. An effective OAP provides for the collection of wear metal data and correlating that data with physical findings during engine tear down and overhaul. Correlating this data

results in improved diagnostic abilities for future impending failure detection.

Various techniques are used to record and analyze the results. The technician may use automated analysis software such as CEMS IV or the AETC generated analysis program. Some people may say that if one aircraft or life is saved through oil analysis, then the program is well worth it. However, it must be ensured that the program does not provide maintenance technicians, supervisors and crew members with a false sense of security and that the program will indeed detect an oil-wetted failure before serious malfunctions occur. ♦

## commander's tips

Commanders and maintenance officers, at all levels, should ensure:

Oil samples are taken at correct intervals.  
Oil quantity added since the last sample is tracked and documented.

DD Forms 2026 are completed properly.  
All pertinent OAP related maintenance is documented, entered into applicable maintenance data systems and transferred to the OAP laboratory.

OAP laboratory technicians correctly analyze samples and make informed recommendations based upon sample data.

Maintenance personnel take appropriate action based upon laboratory recommendations.

Laboratory personnel compile and forward sample data in conjunction with OAP related maintenance data to the central database.

# Demystifying Health Services Inspections, Part II The Scoring Process

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The “magic” behind health inspection scores is compliance. The trick is to access the Air Force Inspection Agency’s Health Services Inspection Guide online. That was the focus of an article that appeared in the July-August issue of *TIG Brief* which outlined how this guide can help a unit prepare for an inspection days, weeks or months prior to a team’s visit.

Medical personnel in the field are often unclear about how medical inspectors determine Health Services Inspection scores. Understanding what an inspection team will evaluate uncovered half the mystery, understanding scoring criteria will solve it.

The Medical Operations Directorate at the Air Force Inspection Agency at Kirtland Air Force Base, N.M., develops evaluation criteria based upon common findings of previous inspections and a distillation of available Department of Defense and Air Force Medical Operating Agency guidance, Air Force instructions and policy letters. Each AFIA medical inspector also coordinates with consultants and determines which criteria best represents acceptable compliance and performance. This evaluation criteria is then developed into a score by which to judge compliance and is written into the HSI guide, using objective and easily

measurable standards. It should be noted that major command specific standards are not scored. However, because of the decrease in detailed written guidance for many programs, inspectors include evaluation criteria based upon common practice and/or experience.

The inspection criteria are written into the HSI guide upon which scoring criteria is based. The inspection criteria are written as elements and contain a series of “yes” or “no” conditions used to arrive at a rating for each element and rate from “1” (substantial compliance) through “5” (noncompliance). A score of “NA” refers to elements that have not been scored for specific reasons.

Some elements do not have all scores (1-5) listed, meaning that not all scores were applicable to the element.

Inspectors are objective during the scoring process whenever possible. However, they must sometimes rely on subjective approaches based on experience, education and training.

Occasionally, an identified compliance level falls directly between two scores. In these cases, inspectors seek additional data to determine the appropriate score. One factor they will consider is the concept of sustained performance. The programs undergoing evaluation are critical and most have existed for years. Consequently, there should be an obvious record of ongoing compliance. If a program lapsed for a significant period of time but was then brought into compliance three months before the HSI, it will not fully meet standards.

Scoring is a process where there is a potential for variance by individual inspectors. This variance is tempered by having AFMOA and selected “experts,” consisting of major command program managers and consultants, who review and critique HSI evaluation and scoring criteria. This serves as a checks-and-balance point, ensuring AFIA does not

develop criteria that are incompatible with the involved directive’s intent. AFIA inspectors are also trained through an in-house “AFIA University” and “over-the-shoulder” trips before soloing. Inspectors also review each other’s findings after an HSI to ensure procedures are consistent among everyone. All ratings are written to be realistically achievable. A score of “1” does not require perfec-

tion. Instead, it is intended to reflect satisfactory achievement of provisions set forth in the evaluation criteria. Scores are not intended to direct a specific approach in achieving an outcome and were written to allow for a variety of possible approaches to achieve the desired outcomes.

For more information regarding evaluation and scoring criteria, E-mail us at [hqafiasg@kafb.saia.af.mil](mailto:hqafiasg@kafb.saia.af.mil). ♦

### Possible Scores for Evaluation Criteria Elements

**Score 1** Substantial Compliance. All criteria were substantially met. The medical unit consistently and satisfactorily met all major provisions of the element; the program was considered fully successful.

**Score 2** Significant Compliance. The medical unit satisfactorily met most of the major provisions of the element; identified deficiencies were minor, primarily administrative in nature and unlikely to compromise either mission support or patient care.

**Score 3** Partial Compliance. Some, but not all criteria were met; program outcomes may be adversely affected.

**Score 4** Minimal Compliance. Few criteria were met. The medical unit did not satisfactorily meet provisions of the element; program outcomes were adversely affected. Adverse mission impact was expected to occur.

**Score 5** Noncompliance. There was noncompliance to standards; the medical unit failed to meet the minimum provisions of the element; adverse mission impact occurred or was highly likely to occur.

**Score NA** The element was not scored.



# Fraud in the Air Force



**Maj. Steve Murray**  
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The Air Force Office of Special Investigations investigates all types of fraud cases against the government. Fraud costs the Air Force millions of dollars annually. Most of our fraud investigations are in the procurement area: product substitution, diversion, mischarging, conflicts of interest and bribery. Other types of fraud involve military and civilian members who have been caught cheating the Air Force. In these budget-tightening days, the impact of fraud, waste and abuse is felt throughout the Air Force and we should all accept the responsibility to prevent it at every opportunity. Mutual command and AFOSI support, coupled with teamwork, are essential for successful prevention, detection and neutralization of fraud. Here are some examples.

## Product Substitution

**Subject:** Department of Defense Contractor

**Synopsis:** An AFOSI investigation disclosed a Department of Defense contractor, tasked to provide leading edge flap kits for a type of Air Force aircraft, had substituted a non-conforming metal which led to defective welds in the parts utilized in these kits.

**Result:** The president of the company was convicted and sentenced to six months in jail. The company was debarred for three years and ordered to pay \$1,932,692 in restitution.

## False Claims

**Subject:** Department of Defense Contractor

**Synopsis:** After a portion of a Department of Defense missile contract was terminated, a subsidiary to the prime defense contractor inflated costs for

their portion of the contract.

The investigation disclosed the subsidiary submitted several false claims to the prime defense contractor who, in-turn, included these false claims in their billings.

**Result:** During a plea agreement, the subsidiary pled guilty to one count under 18 USC 1001, false statements, which resulted in a \$400,000 criminal fine, \$1.1 million investigative costs reimbursement and \$6.5 million civil action settlement.

## Embezzlement

**Subject:** Air Force Contractor

**Synopsis:** An AFOSI investigation disclosed the president of a computer and software support company contracted to perform work for the Air Force embezzled in excess of \$1 million from the company's 401K fund. As stipulated in the contract, the Air Force matched

funds invested by the company and its employees. The president of the company withdrew the funds for personal gain.

**Result:** The company president was found guilty on one count of embezzlement and sentenced to one year in prison, four years of probation upon release; the first 90 days of those will be home confinement. He was also ordered to repay \$1,026,882 to the 401K fund in restitution. ♦

# Summary of Recent Audits



Mr. George Mellis  
AFAA/DOO DSN 426-8041

The Air Force Audit Agency provides professional and independent internal audit service to all levels of Air Force management. The reports summarized here discuss ways to improve the economy, effectiveness and efficiency of installation-level operations and, therefore, may be useful to you. Air Force officials may request copies of these reports or a listing of recently published reports by contacting Mr. George Mellis at the number below, E-mailing to [reports@af.pentagon.mil](mailto:reports@af.pentagon.mil), or writing to HQ AFAA/DOO, 1125 Air Force Pentagon, Washington DC 20330-1125.

A local commander suggested an audit of the **base asbestos management program**. When auditors found that base personnel did not properly certify the disposal of asbestos, management immediately began corrective action. Also, base personnel did not properly reinspect all base and military family housing buildings for asbestos. Management and audit worked together to identify buildings requiring reinspection. Management completed 41 percent of the reinspections before the audit was completed. All levels of management were pleased with the results of the audit and with the positive working relationship developed with the auditors. (*Report of Audit 23598003*)

A recent command-wide audit identified improvements needed in internal controls over **deployment training** at

overseas locations. At one of the locations, deployment plans were not developed. Consequently, an effective deployment-training program was not executed. Once notified by the auditors, management immediately prepared deployment and training plans, as well as a deployment exercise schedule. In addition, four units took corrective action when auditors identified that unit monitors could not assign adequate personnel to meet deployment taskings. Designating adequate personnel to meet taskings is essential to successful deployment. AFAA auditors also discovered problems with status of resources and training systems reporting and noted unit monitors could not fill positions with fully trained personnel. This audit assisted management by identifying trends and providing a command-wide perspective. (*Report of Audit 52298016*)

A recent audit of **tool purchases at an AFMC Air Logistics Center** helped management improve controls over annual purchases of \$3.2 million. Management personnel took prompt action to: obtain technical support necessary to effectively operate the Tool Inventory Management System, accomplish accurate physical inventories, process all hand tool purchases through a designated point of contact, identify and correct unauthorized purchases and charge tool purchases to proper accounts. Management's timely corrective actions should help ensure the purchase of high-quality tools with adequate warranties, realize long-term cost benefits associated with improved inventory control and accountability and enable proper identification of overhead charges to accurately budget for future purchases. (*Report of Audit 44098013*)♦

# TIG Bits ...

## Lessons from

### **air force space command**

A security forces training section at Minot Air Force Base purchased commercially available software and state-of-the-art computer resources/systems. Developed user-friendly computer-based interactive and multimedia-training programs including nuclear surety, weapons safety, ancillary and ground combat skills. This initiative allows students to complete training from home, office or from any computer station with a modem, including geographically separated missile alert facilities located throughout an 8,500 square mile missile complex 24 hours a day/7 days a week. Programs provide immediate feedback to supervisors regarding training progression and time/amount of training conducted. Saves 80 instructor hours per month—frees instructors to concentrate on practical areas of instruction. Unit's annual career development course pass rate is 98 percent and annual standardization/evaluation pass rate is 94 percent.

Lt. Col. Stanley Preidis, DSN 453-6528





# the field

## air force space command

Did you know an Air Force member is either at work, on leave, pass, TDY orders or AWOL? Take a look at Air Force Instruction 36-3003, *Military Leave Program*, March 1, 1997. Regular pass periods start after normal work hours on a given day (going home after a day on the job), stop at the beginning of the normal work hours the next working day and may not exceed three days without the President's approval. There are other rules regarding special passes, leave and passes given on a United Nations mission. But the bottom line is that military members really are on duty or some official status, 24 hours a day, every day of the year!

Lt. Col. Robert C. Thorp, DSN 854-4373

## air force space command

Ever wonder why you can't use appropriated funds to buy invitations or provide food, drink and entertainment at going-away lunches or dinners? Take a look at Air Force Instruction 65-601, Vol. 1, *Financial Management*, Oct. 21, 1994, paragraphs 4.27 and 4.28.

Lt. Col. Robert C. Thorp, DSN 854-4373

# Air Mobility Command Fly, Fight and Win?

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It's a well known fact that the Air Force mission has always been to fly, fight and win but you can't do it without runways and taxiways! This is where your civil engineers come into play. The civil engineer's primary responsibility following an attack is to ensure the airfield is operational; therefore, a damaged airfield must be repaired quickly.

Rapid runway repair activities should be accomplished as quickly and efficiently as possible. The first factor for success for a rapid runway repair team is a fundamental comprehension of runway repair processes and requirements. Even though an inspection cannot exercise every type of crater repair and every phase of runway repair, team members should be knowledgeable of all the tasks involved. However, even a knowledgeable team is not truly efficient without teamwork.

One indicator of a rapid runway repair team working together is the use of overlapping tasks, especially during crater repair. A team that has several pieces of equipment working on the crater simultaneously tells us that the team is

well trained, has practiced and is comfortable working together. To build an effective rapid runway repair team requires practice. Besides being more efficient, a practiced team can also adjust to changing conditions rapidly and effectively.

Interestingly, many guard and reserve members are heavy equipment operators in their civilian jobs; however, even the best operators cannot perform rapid runway repair alone. Practice is the only way to meld these operators into an effective team. The majority of the teams we've seen in the last year and a half need additional training and practice. Guard and reserve units argue that active duty units have an advantage by owning equipment and having time to train; however, combat readiness training center sites such as Volk Field and Alpena, and rapid runway repair training sites such as Stanley County, N.C. and Fort Smith, Ark., are available to all guard and reserve units affording them the opportunity for training. The better units have

taken advantage of these sites.

Finally, an exceptional team is aware of the potential threats and provides work-site security. Large moving equipment and personnel in the open are inviting targets for enemy action. Posting perimeter security guards can degrade the effectiveness of an enemy assault. One team even constructed expedient defensive fighting positions along the airfield. We cannot overemphasize this important aspect of all operations.



Photo by Airman 1<sup>st</sup> Class Kevin Kuhn.

Repairing  
a cratered  
runway.

Rapid runway repair is the one area where civil engineers can stand out and make a real difference in an operational readiness inspection. The bottom line to successful rapid runway repair accomplishment is **training and practice.** ♦



# in brief...

## THREAT WORKING GROUP

Capt. Jeffrey Kruczynski  
HQ AMC/INOA  
DSN 576-4235

**T**he Air Mobility Command has established the Threat Working Group to protect its forces. This group is charged with making time-sensitive, force-protection recommendations for reducing or eliminating the risk to AMC operations. It is strictly an advisory body that formulates recommendations for use by the chain of command. The group assesses risks to all AMC operations and proposes force protection recommendations based on the risks involved; these recommendations may range from modifications to the mission profile to mission delay or cancellation.

The group meets Monday through Friday to review AMC sorties projected for the next week and to pass its recommendations to the AMC commander, the Tanker Airlift Control Center commander, their staffs and AMC units in garrison or deployed. Members from AMC intelligence, security forces, Office of Special Investigations and the Tanker Airlift Control Center chaired by the director of AMC intelligence compose the group. In

addition, representatives from national intelligence agencies attend the meetings and provide input.

If you think you should start a threat working group, contact Capt. Kruczynski at the defense switch number provided.

## BOOKMARK

**C**ommunication is vital to the success of the Inspector General mission. In fact, IG professionals spend a substantial portion of their time writing.

You can bring a vast array of Internet resources to your desktop by bookmarking *The*

*Writer's Page*

at <http://www.ignet.gov/ignet/writing.html>. It's a great informational site.



reserves already assigned and stationed in Korea will begin in early September.

Eventually, all 2.4 million military service members in the active and reserve components will receive the FDA-licensed vaccine. The shots are mandatory and, according to Cohen, prudent.

There have been seven adverse reactions following receipt of the vaccine, out of 133,870 anthrax immunizations (.005 percent). These reactions may or may not be directly attributed to the vaccine. All service members returned back to duty.

To date, 13 Navy and three Air Force members have refused the vaccination series. All have received nonjudicial punishment with two members receiving administrative discharges for other previous misconduct and two pending administrative discharges related to their refusal to take the anthrax immunization. ♦

## TOTAL FORCE ANTHRAX VACCINATIONS BEGIN

**S**ecretary of Defense William S. Cohen announced Aug. 14, 1998 as the start of Phase I of the Total Force Anthrax Vaccine Immunization Program with service members deploying to Southwest Asia and Korea. Immunizations for those active-duty people and selected

Correction to the personnel issue in the July-August 1998 *TIG Brief*. If a member performs a TDY of 48 hours or more from CONUS to overseas and serves 300 days or more in a consecutive **15-month** period, then credit the member for a completed short tour and award a new overseas duty selection date and **short tour return date** to equal the date of return from the member's last TDY.

Page 82, Table 19, AFI 36-2110.



# CONT.



There isn't a place left on the human body today that isn't susceptible to or hasn't already been branded, pierced and/or tattooed. Lips, tongues, eyebrows, belly buttons, ears, noses and other unmentionable and unimaginable places are sporting rings and other forms of art. A form of expression the Air Force deems unprofessional, with limited exceptions.

"We want our people to present a positive and professional military image," said Staff Sgt. Randy Larson, Noncommissioned Officer In-Charge Air Force Dress and Appearance, Air Force Personnel Center, Randolph Air Force Base, Texas. The changes and modifications to the policy all go with that." Larson's comments go hand-in-hand with the Chief of Staff, Gen. Michael E. Ryan's

# emporary Issues



## Body piercing and tattoos

June *Notice to Airmen*, which outlined the policy. The NOTAM states that Air Force leadership strongly discourages Air Force members from tattooing, branding or from piercing their body because of associated health risks and the faddish image they present. However, if members do, they must adhere to the standards (effective June 5, 1998).

The Air Force has already

seen the repercussions of health risks involved with piercing. An airman from Ellsworth Air Force Base, S.D., received an infection as a result of body piercing. Due to the infection, he was hospitalized in serious condition and underwent several surgeries in order to treat the ailment (Air Force News, May 26, 1998). Piercing and tattooing can lead to several complications, some



life threatening, when the process is done with unsterile equipment in an unsterile environment.

The new policy is clear. While in uniform, while performing official duty in civilian attire or on a military installation at any time, "members are prohibited from attaching, affixing or displaying objects, articles, jewelry or ornamentation to or through the ear, nose, tongue or any exposed body part (includes visible through the uniform)." However, there are exceptions for women in regards to wearing earrings. While in uniform, "women are authorized to wear one small spherical, conservative, diamond, gold, white pearl or silver pierced, or clip earring per earlobe and the earring

"People in the military have been getting tattoos for a long time. It's like a tradition. As long as it's not offensive, I don't see a problem with it."

-airman, male, has a tattoo.

worn in each earlobe must match. Earrings should fit tightly without extending below the earlobe (exception: connecting band on clip earrings)." The same rule applies to women in civilian attire on official duty. While off duty on

"I agree people on-base should be restricted but off-base I don't care. Once you pass the gate, you play by the rules... You never know who's walking around base. It could be a senator. If he or she sees gang tattoos or wild earrings on airmen, what image would that present?"

-1lt, 27, male, no body art.

a military installation, piercing of earlobes by women is allowed but should not be extreme or excessive, should be conservative and kept within sensible limits.

Larson said the most significant modification to the policy is the wearing of earrings for males. Males may not wear earrings on duty whether in or out of uniform, nor can they wear them off duty on base, which includes dormitories and base housing. While the piercing policy may effect airmen, it's the new tattoo/brand policy that conjures up questions, which are evaluated with a more subjective standard.

Body art falls into two categories, unauthorized (content) or inappropriate (military image). "Unauthorized tattoos/brands are prohibited in and out of uniform. They are defined as those that are obscene, advocate sexual, racial, ethnic or religious discrimination, are prejudicial to good order and discipline, or of a nature that tends to bring discredit upon the Air Force." Inappropriate

tattoos/brands are those that are excessive. The Air Force defines excessive as tattoos/brands that exceed one-quarter of the exposed body part and those above the collarbone and readily visible when wearing an open collar uniform. If an airman is advised that their tattoo/brand is unauthorized, they are required to have it removed. If

Photo by Airman 1<sup>st</sup> Class Kevin Kuhn.



it is deemed inappropriate, it must either be covered with existing uniform items (i.e. long sleeve shirt, dark hosiery, pants) or removed completely.

But who determines whether or not certain tattoos or brands fall into these categories? Commanders have the discretion to decide, on a case-by-case basis if a tattoo/brand is unauthorized and/or inappropriate. Com-

"It is things like make you war

-airman, 20, n and earring.



manders, first sergeants and supervisors, and to some degree all

airmen, share responsibility for ensuring that every Air Force member complies with dress and personal appearance standards.

When an airman is required to remove a tattoo/brand, who pays the bill? If an airman had body art prior to the policy's existence that is inappropriate then, depending upon the circumstances, commanders may seek Air Force medical support for voluntary tattoo removal. After the effective date of the policy, inappropriate tattoos and brands must either be covered or removed at a member's expense. However, Air Force Instruction 36-2903, *Dress and Personal Appearance of Air Force Personnel*, states that unauthorized tattoos must be removed at member expense, regardless of when they got them.

Enforcement of the policy starts at the top. Commanders and supervisors must first ensure that they are meeting standards before enforcing it among their troops. To enforce the standards means understanding them and to whom and where they apply. The policy applies

"Body piercing, off duty, shouldn't really matter, male or female. On duty, it's a given that you can't have it...If you came in with it or got it before the guidelines changed, it should be exempt."  
-senior airman, male, no body art.

to all active duty Air Force members, reserve members on active duty or inactive duty for training and Air National Guard members in Federal Service. It also applies to all

areas of military installations, including recreational facilities such as the pools, ball fields, gyms, etc.

In summary, the body piercing policy applies on duty whether in or out of uniform, off duty while on a military installation and includes temporary duty locations. Unauthorized tattoos/brands are strictly prohibited at all times. Inappropri-

ate tattoos/brands must be covered or removed while on duty in or out of uniform and while off duty on a military installation. Installation and higher commanders may impose more restrictive standards based upon cultural sensibilities or mission requirements.

Failure to comply when given direction to remove or cover a tattoo, piercing or brand



may result in disciplinary action and involuntary separation.

Like any policy change, the new Air Force policy on tattoos, brands and body piercing has stirred-up some controversy. Make no mistake, this

new policy change sends a clear message that a professional military image is and always will be an important part of how the Air Force

should be

represented. ♦

"I think it's cool; I'm glad they took a stand. Some people need more guidelines than others, and for some, if it is not actually documented, they will question it. Believe it or not, I actually have people call me asking if they can wear their tongue-ring while in uniform."  
-master sgt, female, has a tattoo.

**(Editor's Note:** These standards have been published in an interim change to Air Force Instruction 36-2903 and appeared in the July-August *TIG Brief* issue.)

e this that don't  
nt to re-enlist."  
male, has a tattoo

# Sex, Lies and Unprofessional Relationships

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Unprofessional relationships in the military have been discussed frequently in the news during the past year. Last year, Lt. Kelly Flinn's case was perhaps the top news story in America the week prior to her discharge. Air Force Lt. Bill Kite was in the news because he faced charges of fraternization and making false statements regarding his relationship with

new guidelines, all of the Armed Services will be expected to follow consistent standards. Previously, the Army only considered a relationship to be fraternization, a criminal unprofessional relationship between an officer and enlisted person, if it involved individuals within the same chain of command. However, Secretary Cohen has directed all the services to implement rules in which any

36-2909, *Professional and Unprofessional Relationships*, or even knew this instruction dealt with fraternization, yet fraternization can lead to a court-martial or discharge. We need to educate every member of the Air Force on this issue.

Unprofessional relationships can occur between any Air Force members and between Air Force members and civilian employees. They include on or off duty relationships that detract from the authority of superiors or result in, or reasonably create the appearance of favoritism, misuse of office or position, or the abandonment of organizational goals for personal interests. Unprofessional relationships can have an adverse affect on morale, discipline and respect for authority. Members of the military are held to a high standard in their relationships with other military members. Military members must also maintain professional relationships with civilian employees.

Every officer and enlisted member should make sure they are familiar with AFI 36-2909, published May 1, 1996. In fact, the instruction requires com-

Commanders have a wide range of responses to violations — not every case warrants severe sanction or court-martial.

an enlisted woman, even though she had since left the military and married him. He requested and was granted an administrative discharge by the Secretary of the Air Force.

On July 29, 1998, the Secretary of Defense announced new rules for "good order and discipline" as they relate to unprofessional relationships. Under the

fraternizing of enlisted and officers is unacceptable.

Even with all the publicity, I am amazed how unaware some military members are of the rules concerning unprofessional relationships such as fraternization. In a company grade officer of the quarter board I chaired, few of the officers were conversant with Air Force Instruction

manders to make certain all personnel are briefed at least annually on the concepts in this instruction. The instruction is only four pages and can be located on the Internet at your command publications' site.

The instruction also discusses *fraternization*, which is a personal, unprofessional relationship between an *officer* and *enlisted* member that violates the customary bounds of acceptable behavior in the Air Force and prejudices good order and discipline. If a major dates a lieutenant, it is not considered fraternization but, for example, it could be unprofessional if the major wrote the lieutenant's performance report. The main concern that the crime of fraternization is trying to protect against is a personal relationship that would prejudice or harm morale, the good order and discipline of the service, or unit cohesion. The instruction includes specific prohibitions, violations of which can be punished under the Uniform Code of Military Justice: (1) officers will not gamble with enlisted members; (2) officers will not borrow money from or otherwise become indebted to enlisted members; (3) officers will not date or engage in sexual relations with enlisted members, and (4) officers will not share living accommodations with enlisted members.

Besides fraternization, some of the more publicized cases have involved charges of adultery, lying and disobeying an order. Military members who are truthful and cooperate with their commanders, in my opinion, demonstrate a greater willingness to correct unprofessional behavior. Lying and making false statements can lead to more serious charges under Articles 107 and 134, UCMJ. I am amazed

that military members who were lawfully ordered to cease an unprofessional relationship, disobeyed and then complained when punitive actions were taken.

Last year in a July 16, 1997 memorandum to all commanders, the Secretary and Chief of Staff of the Air Force jointly provided clarification and guidance about Air Force policy on fraternization and unprofessional relationships. They noted

and supervisors to prevent fraternization and unprofessional relationships are through training and setting an example of professional relations with subordinates and supervisors. Commanders also have a wide range of responses to violations — "not every case warrants severe sanction" or court-martial. Commanders should use good judgment in dealing with each case in a way that is proportionate to the offense.

Remember, you have a wide range of responses to violations.

Use good judgment when dealing with each case in a way that is proportionate to the offense.

Prevent fraternization and unprofessional relationships through training and setting an example of professional relations with both subordinates and supervisors.

commanders

that the authority of officers is jeopardized when they are motivated by personal relationships rather than what is best for subordinates and the organization. Unprofessional relationships can reflect favoritism and degrade respect for authority. Our top leaders point out that the best ways for commanders

Air Force members should study the guidelines and apply them in the context of our core values. A little self-control and good judgment are worth it when you consider the possible consequences of unprofessional conduct. ♦






# Y2K

## a mission continuity problem

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**T**he new millennium is nearly upon us and with it a new challenge — the year 2000 problem. If you think all of your Y2K preparation actions are complete — chances are they are not. The magnitude and potential impacts of the problem are only beginning to be fully appreciated across the Air Force. The scope and complexity of the problem is staggering. Considerable effort has already been expended but much more needs to be done because the Air Force must be able to demonstrate that it is fully capable of performing its missions when the clocks roll over on Jan. 1, 2000.



The Y2K “problem” refers to computer coding and calculation of date information. The prime focus for the problem is the rollover into the next millennium at 11:59:59.59 p.m. on Dec. 31, 1999. Actually, many dates before and after the rollover can potentially impact mission accomplishment. An obvious one is the start of a fiscal year. New York’s fiscal year begins on April 1, 1999. On July 1, 1999, forty-four other states will make the transition and Oct. 1, 1999 will mark the beginning of the Federal fiscal year. Another problem date is the 9<sup>th</sup> of September 1999. For some computers the 9/9/99 string is read as 9999 which can cause a problem when some computers equate this string to an end of file command. After the rollover, Feb. 29, 2000 is a concern because some systems were not programmed to recognize the leap year.

The Air Force Communications Agency’s Y2K office plays a key role in the Air Force effort. They research issues, collect and disseminate information, and track and

report progress. The Air Force’s program for dealing with the problem consists of five phases including awareness, assessment, renovation, validation and implementation. The milestone box shows completion dates for mission critical and essential systems. Mission criticality definitions are based on AF Manual 10-401 Volume 1, *Operation Plan and Concept Plan Development and Implementation*, and are tied to our ability to support the war-fighting mission.

Problems may exist in mainframe and personal computers or embedded computer chips. Overall, computers and equipment with embedded chips have been beneficial to our missions because they serve as force multipliers. We are able to do tasks more accurately and with fewer people. Regarding the computers, each component of hardware, operating systems, basic input output systems, software applications, data and data management must be evaluated. The embedded chip issue potentially has more mission impact because the use of chips is widespread, often

less obvious, and in some cases the need for date calculations is not obvious. For more information on the impact of Y2K on communications infrastructure, check out the quick-look reports on the Y2K communications and information functional area at <http://www.afca.scott.af.mil/y2k/ityweb/comminfo/quick-look/ql-index.htm>.

As problems are identified, triage decisions are made regarding how to deal with the affected system. Progress on known vulnerabilities is actively being tracked. Early on, communications and computer personnel working with their functional and operational counterparts made these decisions about which option to pursue. As the rollover date approaches and some systems

service officer is charged to certify that persons responsible for a system have **followed** the Air Force Y2K program, **exercised due diligence** to correct Y2K problems and have **tested** the renovated system to validate the corrective action.

After individual systems are made Y2K compliant and tested, then combinations of systems also must be tested. This is because even though interfaces between systems are being managed through memorandums of agreement; problems can arise if systems achieved Y2K compliance in different ways. The potential result is data corruption or system degradation. To visualize this, imagine the old Christmas tree light set wired in series. When the string went out, each light had to be sys-

users.

An equally important area requiring examination is the mission support infrastructure. Here again computer monitored and controlled functions, as well as embedded chips, should be considered vulnerable to Y2K problems until they are proven reliable. For some, there is a tendency to limit thinking to those functions contained within a base's perimeter fence; the Y2K problems are such that off-base infrastructure support such as power, water and sewage treatment may also be vulnerable. Overseas locations may be especially susceptible due to some countries' late start on working the Y2K problem. The Air Force Civil Engineering Support Agency has been working with the Air Force installation and logistics staff to coordinate the infrastructure portion of the effort. The Civil Engineering Support Agency maintains a Y2K web site at <http://www.afcesa.af.mil/afcesa/compsupport/y2k/y2khome.htm>.

Having done all of the above there is still more to do. Commanders at all levels now need to treat the Y2K problem as a mission-continuity issue. It is the cyber equivalent of the ATSO program — ability to survive and operate. We need an "ORI-like" preparation: after all, this is a huge test of our operational readiness — phase one occurs Oct. 1, 1999 and phase two occurs Jan 1, 2000.

**Editor's Note:** The new *Year 2000 (Y2K) Continuity of Operations*, AFI 10-232 was signed Aug. 13, 1998. It is available on the Air Force's Administrative Publications and Forms web page at <http://afpubs.hq.af.mil>.

cannot be fixed in time, viable continuity of operations plans, or COOPs, will be needed. In this case, the war fighters or support providers will have lead responsibility to ensure capabilities. For each system that is identified, a general officer or senior executive

tematically replaced with a light bulb that was known to be good. If more than one light failed, the complexity of the trouble-shooting routine multiplied. Success in working Y2K interface issues involves a close working relationship between system managers and system



Existing continuity of operations plans should be examined with a critical eye toward Y2K vulnerabilities because the problem may not have been a consideration when the plan originated. The basic instruction for these plans is provided in Air Force Instruction 10-208, *Continuity of Operations Plans*, and specifically for Y2K in Air Force Instruction 10-232, *Year-2000 (Y2K) Continuity of Operations Planning*. Also a "Continuity of Operations Plans guide" including a wing commander's contingency of operations checklist is available from Air Force Communications Agency's web page at <http://year2000.af.mil/> or from the Y2K help desk at DSN 576-5761.

The May 1998 issue of *Intercom* magazine is a must-read edition. You can take a look at it at <http://infosphere.safb.af.mil/~rmip/intercom.htm>. The issue details Y2K impacts on mission and infrastructure. Along with the wealth of information it provides, there are two significant themes of which **leaders should take note**. First is the relatively junior rank of the people identified as Y2K project officers or deputies. The other is a consistent appeal for more user involvement by operations and infrastructure personnel.

Until recently, the tendency was to hand the Y2K problem off to the communications and

information community. Peter de Jager, an expert within the civilian corporate community, strongly advocates top leadership involvement early and often. The communications and computer personnel bring necessary technical expertise but may lack a complete under-

committed or an action directed. How does your organization stack up? Are the right people involved?

An Air Force-level special interest item is being developed. It will focus on immediate and near-term aspects of Y2K. It will complement the



standing of mission impacts and interrelationships. This is why decision-maker participation is absolutely paramount.

Time is our most precious commodity because the Y2K problem is tied to a date — a date that cannot be slipped. As each day passes, we lose valuable time that cannot be recouped to identify and correct the problem. Napoleon once advised his generals, "I can buy you anything — but time." The same applies today. Y2K meetings staffed with junior personnel can potentially add time to the effort because they must confer with their supervisors before resources can be

reviews already being conducted by the Air Force Audit Agency.

As you see, the Y2K problem can **potentially** affect your operation. If you are concerned — that's good — you got the message! The positive news is a lot of hard work has already been accomplished and you and your subordinates can and should access the available information. If you encounter an area that appears to be uncovered, contact AFCA's Y2K office for resolution. We all have a stake in solving this problem. Remember, time waits for no one. ♦

# take a look at

## Y2K web sites

**National Software Testing Laboratories.** Check your PC BIOS with the FREE YMARK2000 tool available for download.

[http://www.nstl.com/html/ymark\\_2000.html](http://www.nstl.com/html/ymark_2000.html)

**National Institute of Standards and Technology.** Free software for performing source code assessment, debugging, and testing Year 2000 conversions. <http://www.nist.gov/y2k>

**MITRE** catalog tools are available for fixing Y2K problems.

[http://www.mitre.org/research/y2k/docs/TOOLS\\_CAT.html](http://www.mitre.org/research/y2k/docs/TOOLS_CAT.html).

**Software Technology Support Center, Hill AFB, Utah.**

<http://stsc.hill.af.mil/RENG/index.html#2000>

The **Joint Interoperability Test Command** has set up a web site to assist in the test and evaluation of Year 2000 problems.

<http://www.disa.mil/cio/y2k/jitc2000.html>

**Best Practices Subcommittee of the Interagency Committee** document deals with the Year 2000 problem.

<http://www.gsa.gov/gsacio/yr1.htm>

This site is sponsored by the Chief Information Officers Committee on Year 2000. It is maintained by the **General Services Administration's Office of Government-wide Policy.**

<http://www.itpolicy.gsa.gov/mks/yr2000/y2khome.htm>

**Infoworld** lists major vendors and a rating of their responses to the Year-2000 problem based on information readily available on their web sites.

<http://www.infoworld.com/cgi-bin/displayTC.pl?y2k.matrix.htm>

**Electrical Utilities Y2K Homepage.** In the days and weeks following Jan. 1, 2000, the electrical supply infrastructure that we depend on to provide power to every home and business may no longer be able to do so. <http://www.euy2k.com/>